

Administrative Changes to AFI 10-1301, *Air Force Doctrine*

OPR: LeMay Center/CC

Per SAF/AA direction dated 13 Oct 11, capstone and keystone doctrine documents (as defined in Chapter 1) will be certified by the LeMay Center/CC and approved by CSAF. Doctrine sub-publications will be certified by the LeMay Center director of doctrine development and approved by the LeMay Center/CC.

Additionally, Air Force Tactics, Technique, and Procedure (TTP) documents will be developed by requisite functional or lead command. They will be certified by LeMay Center director of doctrine development to ensure content is non-directive and consistent with AFDDs. TTPs will then be approved by owning functional/lead command.

22 November 2011

**BY ORDER OF THE SECRETARY
OF THE AIR FORCE**

AIR FORCE INSTRUCTION 10-1301

9 AUGUST 2010

Incorporating Change 1, 19 AUGUST 2011

Operations

AIR FORCE DOCTRINE



COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This Air Force instruction (AFI) implements Air Force Policy Directive (AFPD) 10-13, *Air Force Doctrine*. It provides guidance and procedures to Airmen for developing doctrine for both the Air Force and the joint and multinational military communities. It identifies the roles and responsibilities of the Commander, Curtis E. LeMay Center for Doctrine Development and Education (LeMay Center/CC) as executive agent for doctrine to the Chief of Staff, United States Air Force (CSAF). It addresses doctrine focused at the strategic and operational levels of war as promulgated by the LeMay Center, and does not prescribe processes for tactics, techniques, and procedures. It incorporates responsibilities that are associated with Air Force doctrine per AFPD 10-13 and other guidance. It also provides guidance on how doctrine will be integrated into Air Force professional military education (PME), professional continuing education (PCE), educational wargaming, and initial skills training. To ensure a full understanding of the processes and terms used, users of this instruction should familiarize themselves with the referenced Air Force and joint publications. Upon certification, this instruction rescinds AFI 10-1302, *Air and Space Doctrine Education* and Air Force Mission Directive 26, *Headquarters Air Force Doctrine Center*. This document applies to all personnel and organizations responsible for doctrine development and education.

Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with AFMAN 33-363, Management of Records, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located at <https://www.my.af.mil/afrims/afrims/afrims/rims.cfm>. This AFI may be supplemented at any level, but all supplements must be routed to the LeMay Center for Doctrine Development and Education for coordination prior to certification and approval. Refer recommended changes

and questions about this publication to the Office of Primary Responsibility (OPR) using the AF IMT 847, *Recommendation for Change of Publication*; route AF IMT 847s from the field through the appropriate functional's chain of command.

SUMMARY OF CHANGES

Interim change 1 updates this publication as follows: References to doctrine teams (DTs) have been deleted. The doctrine architecture chart has been removed as periodic changes have caused it to be outdated. References to explicit responsibilities assigned to the LeMay Center commander have been changed in some instances to reflect simply the LeMay Center to indicate the actual best practice. Minor changes have been made to Service doctrine development to reflect actual practices. Joint procedures have been updated to accurately describe the joint doctrine process. A margin bar indicates newly revised material.

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Chapter 1

RESPONSIBILITIES

1.1. Mission. The LeMay Center for Doctrine Development and Education (LeMay Center) represents the Air Force in the development of relevant doctrine, and acts as the Air Force's arbiter on doctrinal issues and positions. Key tasks include developing and publishing doctrine for the Air Force; assisting Air Force major commands (MAJCOMs) in their development of tactical doctrine Air Force Tactics, Techniques, and Procedures (AFTTPs) derived from doctrinal publications produced at the LeMay Center; representing the Air Force in the development of joint and multinational doctrine; assisting in integrating the proper representation of doctrine in exercise scenarios, wargames, experiments, models, and simulations; and assisting in the development, execution, and monitoring of Service-wide doctrine education policies and material.

1.2. Command Structure. The LeMay Center/CC serves as the executive agent for doctrine to the Chief of Staff of the Air Force (CSAF), and is assigned to Air Education and Training Command (AETC) as a subordinate unit of Air University. As the Air Force executive agent for doctrine, the LeMay Center/CC is directly responsible to the CSAF and speaks with authorities delegated from the CSAF on matters of doctrine. The LeMay Center/CC reports to the commander, Air University (AU/CC).

1.3. Definition of Doctrine. The fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but not directive and requires judgment in application.

1.3.1. Air Force doctrine consists of those beliefs, distilled through experience and passed on from one generation of Airmen to the next, that guide what we do; it is our codified practices on how best to employ air, space, and cyberspace power.

1.4. Objective of Doctrine. The intended audience for doctrine is all Airmen. Since doctrine forms the basis for how the Air Force contributes across the range of military operations, it is imperative that Airmen understand it. Air Force doctrine contributes to the development of better joint and multinational doctrine and guides the development of AFTTPs.

1.5. Doctrine Publications. The Air Force doctrine library is aligned with the structure found in the joint doctrine hierarchy and the Air Force Doctrine Documents (AFDDs) are divided into the following categories:

1.5.1. **Capstone Publication.** AFDDs 1, *Air Force Basic Doctrine, Organization, and Command*, and 1-1, *Leadership and Force Development*, are the premier doctrine publications in the Air Force doctrine architecture. They state the most fundamental and enduring beliefs concerning the "elemental properties" of air, space, cyberspace power, and leadership and provide the Airman's perspective. Because of their fundamental and enduring character, these doctrine documents provide broad and continuing guidance on how Air Force forces are organized, developed, and employed. As the foundation of all Air Force doctrine, the capstone publications also set the tone and vision for future doctrine development. The capstone publications link Air Force doctrine to national strategy and the contributions of other government agencies. These documents are approved by the CSAF.

1.5.2. Keystone Publications. These are doctrine publications that establish the doctrinal foundation for a series of Air Force publications in the Air Force doctrine architecture. They describe in more detail the organization of Air Force forces and apply the principles of capstone doctrine to specific types of military actions. Keystone publications guide the proper organization and employment of air, space, and cyberspace forces in the context of distinct force capabilities, broad functional areas, and operational environments. These Air Force publications are developed in concert with the Air Force and are approved by the CSAF.

1.5.3. Sub-Publications. These doctrine publications represent the bulk of Air Force doctrine in the publications architecture. Sub-publications provide the focus for developing missions and tasks. Doctrine at this level changes more rapidly than capstone or keystone doctrine. These publications reside below capstone and keystone publications in the publication architecture.

1.5.4. Air Force Tactics, Techniques, and Procedures. AFTTPs describe the proper employment of specific Air Force assets, individually or in concert with other assets, to accomplish detailed objectives. Tactical doctrine considers particular objectives and conditions and describes how Air Force assets are employed to accomplish the tactical objective. Air Force weapon system TTPs 3-1/3-3 series manuals are produced by the 561st Joint Tactics Squadron, in functional AFTTP 3-series manuals for functional areas produced by either MAJCOMs or Air Staff agencies, and in multi-Service TTPs produced by the Air/Land/Sea Applications Center (ALSA). Due to their sensitive nature, some of these documents are classified. Because of the varied sources of AFTTP development, the LeMay Center maintains close contact with those organizations. Air Force TTPs should be consistent with and support operational level doctrine produced by the LeMay Center.

Figure 1.1. DELETED.

1.6. Roles and Responsibilities. The development, education, and wargaming application of doctrine is led by the LeMay Center but is also shared responsibilities among many different Air Force organizations at different levels of leadership. All organizations should ensure the integration of air, space, and cyberspace is appropriately addressed in Air Force doctrine. Air Force two-letter organizations or their equivalent are responsible for bringing doctrinally relevant issues to the attention of the LeMay Center. Proponent organizations should also ensure personnel assisting in the development of doctrine have had the opportunity to attend the Air Force Doctrine Development Course.

1.6.1. CSAF. The CSAF is the senior authority for the Air Force doctrine program and provides overall direction. Additionally, the CSAF:

1.6.1.1. Serves as the final approval authority for capstone and keystone AFDDs.

1.6.1.2. DELETED.

1.6.1.3. Chairs the annual Doctrine Summit—Forum held annually to review the status of Air Force doctrine and to review and provide guidance on the prioritization and validation of the most important emerging doctrinal concepts.

1.6.2. AF/A1, Deputy Chief of Staff for Manpower and Personnel.

1.6.2.1. Ensures, through the Commissioning Training and Education Committee, that doctrine education is integrated into the curriculum of the Air Force commissioning sources.

1.6.2.2. Ensures Basic Military Training requirements for doctrine are reviewed and approved by the Basic Military Training Triennial Review Committee or, if out of cycle, through the Air Force Learning Committee (AFLC) in accordance with (IAW) AFI 36-2201, *Training Development, Delivery, and Evaluation*.

1.6.3. AF/A3/5, Deputy Chief of Staff for Operations, Plans, and Requirements.

1.6.3.1. Coordinates staffing for multinational doctrine projects such as North Atlantic Treaty Organization (NATO) Standardization Agreements and Air and Space Interoperability Council Standardization Air Standards and Advisory Publications.

1.6.3.2. Certifies curriculum for the LeMay Center-executed professional continuing education (PCE) courses under their authority including the Information Operations Fundamentals Application Course (IOFAC), Contingency Wartime Planning Course (CWPC), and Joint Air Operations Planning (JAOP) Course.

1.6.3.3. Certifies all publication actions on behalf of the LeMay Center in accordance with AFI 33-360, *Publications and Forms Management*.

1.6.4. AF/A9, Studies and Analysis, Assessments, and Lessons Learned.

1.6.4.1. Coordinates with the LeMay Center to obtain doctrine advice and assistance on Force Structure Analyses, Lessons Learned initiatives, and Operational Analyses as required to support Air Force objectives outlined in AFD 90-16, *Air Force Studies, Analyses, Assessments and Lessons Learned*.

1.6.4.2. Provides the LeMay Center with lessons learned reports that may contribute to improved doctrine in AFDDs or AFTTP manuals.

1.6.5. MAJCOM, Direct Reporting Unit (DRU), Field Operating Agency (FOA), Air Staff Agency. The expertise that is necessary to recognize and sponsor emerging doctrinal issues; contribute to writing concept documents; assist in the conduct of wargames, exercises, and experiments; submit lessons learned; and then contribute their aggregate experience to the development of doctrine publications is largely resident in the MAJCOMs and other key Air Force activities, normally in the A5 directorate. MAJCOMs also ensure doctrine is integrated into courses for which they are responsible. Trained personnel on Air Force headquarters staffs provide the requisite skill and knowledge to ensure doctrine procedures and processes are effectively implemented. These organizations:

1.6.5.1. Assist in the research, development, and assessment of operational doctrine for CSAF-assigned AFDDs and associated joint and multinational doctrine publications.

1.6.5.2. Ensure doctrine-related education programs under their purview are consistent with Air Force doctrine through consultation with, and support from, the LeMay Center.

1.6.5.3. Designate subject matter experts (SMEs) to assist in drafting or revising doctrine projects as part of the Air Force doctrine writing committee or joint working group.

1.6.6. Commander, Air Education and Training Command (AETC):

1.6.6.1. Provides guidance on how Air Force doctrine will be integrated into initial skills courses IAW AETCI 36-2203, *Technical and Basic Military Training Development*.

1.6.7. Commander, Air University:

1.6.7.1. Establishes guidelines for the apportionment, scope, and content of Air Force doctrine-based education in AU officer, enlisted, and civilian resident and distance learning (DL) programs.

1.6.8. Commander, LeMay Center for Doctrine Development and Education:

1.6.8.1. Serves as the Air Force executive agent for doctrine to the CSAF and keeps CSAF advised of key doctrine issues.

1.6.8.2. Performs as the Air Force single point of contact (POC) for the approval, development, dissemination, publication, and advocacy of all Air Force doctrine.

1.6.8.3. Represents the official Air Force position in joint doctrine. Additionally, represents the US national position for all air, space, and cyberspace issues for multinational doctrine.

1.6.8.4. Coordinates doctrine development directly with the Joint Warfighting Center, the Army's Training and Doctrine Command, the Naval Doctrine Command, and the Marine Corps Combat Development Command.

1.6.8.5. Communicates directly with doctrine developers of Air Force MAJCOMs and FOAs, other Services, the joint staff, and other countries on matters related to joint and multinational doctrine development and education.

1.6.8.6. DELETED.

1.6.8.7. Serves as is responsible as Lead Agent (LA), when tasked by the Chairman of the Joint Chiefs of Staff (CJCS), for the development of selected joint and multinational doctrine.

1.6.8.8. Represents the Air Force as a member of the Joint Action Steering Committee (JASC) for management and approval of multi-Service doctrine published by ALSA.

1.6.8.9. Participates in the Air Force Lessons Learned General Officer Steering Group to discuss what lessons learned information has doctrinal relevance IAW AFI 90-1601, *Air Force Lessons Learned Program*.

1.6.9. LeMay Center for Doctrine Development and Education:

1.6.9.1. Serves as the Air Force's single POC for Service, joint, multinational, and multi-Service doctrine research, development, staffing, publication, dissemination, and advocacy.

1.6.9.2. Provides doctrinal expertise and support to MAJCOM exercise coordination teams.

1.6.9.3. Serves as the Air Force's primary review authority (PRA) for joint doctrine publications, when designated as LA by the Joint Staff IAW Chairman Joint Chiefs of Staff Instruction (CJCSI) 5120.02A, *Joint Doctrine Development System*.

1.6.9.4. Serves as Service coordinating review authority (CRA) for joint doctrine when the Air Force is not designated LA.

1.6.9.5. Serves as the principal US delegate to NATO's Air Operations Working Group and Air Operations Support Working Group.

1.6.9.6. Serves as the focal point for formulating and implementing policy related to Air Force terminology, and provides the overall direction, management, and implementation of the Air Force Military Terminology Standardization program. Approved terms, definitions, and acronyms are published in Joint Publication (JP) 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

1.6.9.7. Maintains the Air Force doctrine Community of Practice (CoP) website.

1.6.9.8. Sits on the Air Force Long-Range Planning Board of Directors.

1.6.9.9. Liaises with other Service and joint professional military education schools and foreign militaries to facilitate an understanding of air, space, and cyberspace power and support them with wargaming and educational material. Maintains Air Force representation at selected US Army Schools and Centers through the LeMay Center Joint Integration Directorate's operating locations (OLs) providing liaison and advice on air, space, and cyberspace doctrine, Service organization, mission, equipment capabilities, and joint doctrine.

1.6.9.10. Acts as the AU and Air Force POC for all Air Force PME wargames and in coordination with the appropriate Air Staff OPR and provides other wargame support to major wargames conducted by the coalition partners, Joint Staff, unified combatant commands, other services, Air Staff, and other Air Force MAJCOMs.

1.6.9.11. Supports Air Force Title 10 wargame planning, execution, and assessment efforts and wargames associated with the Quadrennial Defense Review and provides other wargame support to major wargames conducted by the joint staff, unified combatant commands, other Services, and Air Force MAJCOMs, as directed by the Air Force wargame OPR.

1.6.9.12. Participates in the annual United States Air Force Warfare Center (USAFWC)-led Tactical Evaluation Review Board, and appropriate working groups, to facilitate the integration of doctrine into AFTTPs.

1.6.9.13. Acts as the AU point of contact for air, space, and cyberspace doctrine education.

1.6.9.14. Supports AU, MAJCOMs, FOAs, and DRUs in doctrine education projects.

1.6.9.15. Provides AU, MAJCOMs, FOAs, and DRUs doctrinal research, analysis, wargaming support, curriculum development assistance, and curriculum support materials.

1.6.9.16. Reviews doctrine lesson plans and curriculum for AU, MAJCOMs, FOAs, and DRUs, as requested.

1.6.9.17. Presents Air Force views on Air Force air, space, and cyberspace doctrine education.

Chapter 2

DOCTRINE DEVELOPMENT AND REVISION PROJECTS

2.1. Air Force Doctrine Development and Revision Projects. The guiding principle is to ensure AFDDs remain relevant. Air Force doctrine projects, which include the development of new AFDDs or the revision of existing AFDDs, will normally use the following procedures, applying the processes and notional target timeline depicted in Figure 2 as a general guide.

2.2. Doctrine Summit. The Doctrine Summit is a forum held annually and is chaired by the CSAF to review the status of Air Force doctrine, and to review and provide guidance on the prioritization and validation of the most important emerging doctrinal issues. The Summit is normally attended by all Air Force four stars, MAJCOM commanders, the AU/CC, the LeMay Center/CC, Chief Master Sergeant of the Air Force, and other senior Air Force officials as deemed appropriate by the CSAF. The product of the Summit is Air Force senior leadership direction for Air Force Doctrine. The agenda will normally include, but is not limited to, the following topics:

2.2.1. A broad overview of doctrine and a consolidated list of emerging issues, seeking wide-ranging discussion and decisions.

2.2.2. DELETED.

2.2.3. Resolution of critical issues identified during the AFDD coordination process.

2.3. Air Force Doctrine Working Group (AFDWG). The AFDWG is the Air Force doctrinal corporate body that validates proposals for the development or revision of Air Force doctrine documents. The AFDWG validates and makes recommendations on proposals for new Air Force doctrine projects to the LeMay Center/CC and reviews the status of existing Air Force doctrine publications.

2.3.1. Consolidates Air Force positions on proposals and issues to be presented at the subsequent Joint Doctrine Planning Conference (JDPC).

2.3.2. Reviews, assesses, and recommends the validation of emerging doctrine issues prior to the Doctrine Summit.

2.3.3. **Meetings.** The AFDWG is hosted by the LeMay Center and meets semiannually at Maxwell AFB AL. Video teleconferences (VTCs) may be used on a recurring basis to monitor and assess the status of doctrine projects or resolve emerging doctrinal issues using the procedures outlined below.

2.3.4. **Membership.** AFDWG membership is composed of the chair, full voting members, equity voting members, recorders, advisory members, and observers.

2.3.4.1. **Representation.** AFDWG representatives should have full authority to speak for and vote on behalf of the commanders/senior leadership of their organizations on doctrinal issues. Representatives should have direct access to their senior leadership should a contentious issue require resolution. Full voting members and equity voting members should normally be of the rank of Colonel or civilian equivalent.

2.3.4.2. **Chair.** The AFDWG chair is the LeMay Center/CV or as appointed by the LeMay Center/CC. The chair moderates AFDWG activities and votes only in case of a tie.

2.3.4.3. **Full Voting Members.** Full voting members are authorized to vote on doctrine proposals in order to present a recommendation to the LeMay Center/CC for approval. The following organizations are authorized to send one representative each as a full voting member:

ACC	AETC	AFGSC	AFMC	AFRC
AFSOC	AFSPC	AMC	NGB/CF	SAF/CIO A6
PACAF	USAFE	AF/A4/7	AF/A3/5	AF/A2

2.3.4.4. **Equity Voting Members.** Equity voting members may petition AFDWG voting members to vote on issues in which their organizations have specific equities, i.e., significant institutional concern in the issue. Equity voting members will not vote on issues for which they have not petitioned to vote. Equity voting members should notify the LeMay Center of their desire to vote on a proposal, along with justification, no later than (NLT) 10 days prior to a scheduled AFDWG. The LeMay Center will notify full voting members when equity voting members petition for voting status on a particular proposal or issue. Voting members will notify the LeMay Center of their decision to allow or deny an equity voting member the authority to vote NLT one week before the AFDWG. Equity voting members will be authorized to vote based on the majority decision of the voting members. In the event of a tie, the Chair will cast the tie-breaking vote. Equity voting status will be briefed at the AFDWG before the decision vote on the proposal in question to permit discussion of the equity voting results. The following organizations are equity voting members:

AF/A1	AF/SG	SAF/IA	AF/HC	AF/A8
SAF/PA	AF/JA	AF/SE	AF/A9	AF/A10

2.3.4.5. **Advisory Members (Non-voting).** Any Air Force organization voted by a majority of full voting and equity members will become advisory members and be formally invited to AFDWG meetings. These chartered advisory members receive copies of the AFDWG agenda, read-aheads, and approved meeting minutes. Advisory membership responsibilities include: 1) attending AFDWGs as they deem necessary; 2) providing advice on Air Force, joint, and multinational doctrine issues; 3) coordinating on AFDDs as required; and 4) voicing operational-level concerns at AFDWG meetings. The following organizations are advisory members authorized to send representation to the AFDWG:

All numbered Air Forces
 USAF Warfare Center
 USAF Expeditionary Center

2.3.4.6. **Observers.** Any Air Force organization may request permission to send an observer to the AFDWG and comment on issues prior to a formal vote. If observers

desire to provide a briefing or presentation, they must make prior coordination with the LeMay Center. Observers do not participate in the voting process.

2.3.5. Debate/Vote. The Chair will moderate discussion before placing the issue before the AFDWG for a recorded vote. The AFDWG will vote to establish a recommendation to the LeMay Center/CC. A majority vote is required for AFDWG approval of any recommendation. In the event of a tie, the Chair will cast the tie-breaking vote. Voting members unable to attend the AFDWG in person may submit their votes in advance of the meeting.

2.3.6. Approval. The AFDWG meeting minutes will be submitted to the LeMay Center/CC or designated representative for final approval. The LeMay Center will notify all AFDWG members and the submitting agency of the disposition of all proposals via the minutes. The LeMay Center/CC makes final disposition on all Air Force doctrine proposals, which will be reflected in the minutes. In the event the LeMay Center/CC does not follow the AFDWG recommendation, the rationale will be articulated in the minutes. The decision of the LeMay Center/CC is final.

2.3.7. Minutes. Approved AFDWG minutes may be accessed through the LeMay Center CoP.

2.3.8. Change in AFDWG membership. Proposals for changes in membership will be validated via AFDWG vote by full voting members and forwarded to the LeMay Center/CC for approval.

2.4. DELETED.

2.4.1. DELETED.

2.4.2. DELETED.

2.4.3. DELETED.

2.4.4. DELETED.

2.4.5. DELETED.

2.4.6. DELETED.

2.4.7. DELETED.

2.4.8. DELETED.

2.4.9. DELETED.

2.5. New AFDD Development. A new doctrine publication may be developed at the direction of the CSAF or as a result of a recognized shortfall in doctrinal guidance and the issue is not compatible with any existing AFDD. The process for developing a new AFDD is outlined below.

2.5.1. Substantiating Documentation. A need may be identified via new emerging issues or such documents as white papers, concept papers, lessons learned reports, after action reports, etc. Depending on the maturity of the issues, concepts, and supporting material underpinning an emerging issue, the LeMay Center may convene a doctrine symposium to further refine the doctrinal issues.

2.5.2. Doctrine Symposium. The LeMay Center or designated representative may host a symposium comprised of SMEs with relevant experience from many fields, and action officers from both the LeMay Center and interested Air Force organizations to facilitate research and gather information on the topic. Doctrine symposiums are generally two-day or longer events and will be co-chaired by the LeMay Center/CC or designated representative and the proponent, and will prioritize the LeMay Center's development efforts. A symposium will:

2.5.2.1. Address the key issues concerning the initiative and to develop consensus on the proposed content of the publication.

2.5.2.2. Generally divide into several working groups, each intended to generate decisions and products on a particular doctrinal topic. Each group is generally presided over by an SME with relevant experience in the topic.

2.5.3. Decision briefing to AFDWG. A decision briefing will be presented to the AFDWG to report the findings of the research and update the AFDWG on the status of proposal development. The briefing will highlight the results of the symposium, scope of the document, and proposed LA for the project. Based on this briefing, the AFDWG members will vote to initiate development of a new AFDD, or recommend further research. If the AFDWG recommendation to develop a new AFDD is approved, the LeMay Center or proposed LA will draft a PD as described in paragraph 2.6.3.

2.6. AFDD Revision. Existing AFDDs will normally be reviewed and assessed at the first AFDWG meeting after the two-year anniversary of the publication's date of approval. The AFDWG will recommend retaining the AFDD as written or that it be revised or rescinded. The decision will be based on whether there is enough new or outdated material to warrant a change based on analysis of the supporting documentation located in the LeMay Center CoP. A full revision may be accomplished due to a validated emerging issue, required synchronization with another AFDD/Service/joint publication, or material that substantially enhances the quality of the AFDD and is supported with sufficient research/analysis. The CSAF, LeMay Center, or AFDWG may direct an interim change of an AFDD. Interim changes will be accomplished IAW paragraph 2.6.10. below. The CSAF or LeMay Center/CC may also direct an early revision. The development and revision process is depicted in Figure 2.

2.6.1. Emerging Issues. An emerging issue is one that has not yet been fully validated through research, analysis, operational experience, experimentation, and/or wargaming that could have doctrinal impact. The LeMay Center will incorporate applicable information into the appropriate AFDD if the issue meets each of the criteria listed below for an emerging issue:

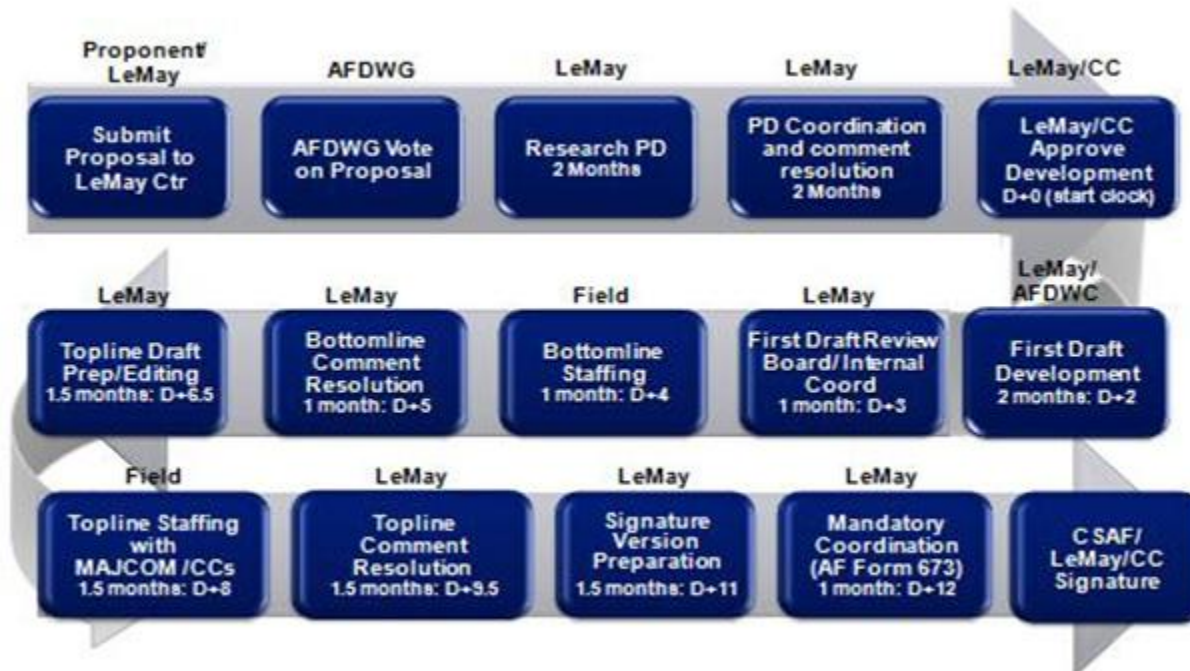
2.6.1.1. The information about the issue is appropriate to add to an existing AFDD; i.e., it does not require the development of an entirely new document.

2.6.1.2. The issue is clearly doctrinal and not a staff action or policy issue to be addressed in a different venue than an AFDD.

2.6.1.3. A proponent exists for the issue. This proponent could come from within the Air Force, or could be an external source, such as another Service.

2.6.1.4. The issue is enduring and repeatable, not a unique, one-time issue.

Figure 2.1. Air Force Doctrine Development Process and Notional Timeline



2.6.2. Research Project Directive—Air Force Doctrine Writing Committee (AFDWC). The LeMay Center, or proposed LA, may host an AFDWC composed of SMEs from applicable Air Force organizations to facilitate analyzing research and turn the PD into a draft AFDD. The AFDWC may conduct follow-on research after the conclusion of the meeting.

2.6.3. Project Directive (PD). The PD establishes project scope, outline, proponent, and priority. It identifies the most important issues and the supporting documentation. The LeMay Center will coordinate the PD with the AFDWG and the respective MAJCOMs and HAF. The objective is to ensure all concerned organizations have the opportunity to participate, discuss, and resolve any contentious issues early in the development process. See Attachment 6 for a project directive outline.

2.6.4. Approval. After a proposal is validated through the AFDWG and approved by the LeMay Center/CC, the proposed LA prepares the PD for coordination by MAJCOMs and Air Staff.

2.6.5. Draft. Upon approval of the PD, the LA leads the effort to draft the doctrine document.

2.6.6. DELETED.

2.6.7. Bottomline Coordination. The LeMay Center will distribute the first draft to the respective MAJCOMs/A-5s and HAF “three-letters” that are the doctrine representatives for their agency for comment. The representatives are responsible for obtaining coordination and comment from all affected offices within their organization. A draft information copy will also be forwarded at the AO level to organizational doctrine POCs.

2.6.7.1. Comment Incorporation and Resolution. The LeMay Center or designated LA adjudicates and revises the first draft based on the comments received from bottomline coordination. The LeMay Center incorporates appropriate comments and resolves issues in direct coordination with the originator of the comments. A complete comments matrix with resolutions will be transmitted at the AO level to ensure complete transparency of the process to the field during topline coordination.

2.6.7.2. Resolving Outstanding Issues. The LeMay Center or designated LA conducts staff actions to resolve outstanding issues at the lowest level possible with the Air Staff or affected MAJCOM.

2.6.8. Topline Coordination. Upon completion of the comment resolution process, the LeMay Center/CC will forward the final draft of each doctrine document to each MAJCOM/CC and HAF “two-letter” equivalent for a final review. (Note: for those AFDDs approved by CSAF, coordination from MAJCOM/CC or CV is mandatory; it is not delegable.) Any final comments provided during this coordination phase will be resolved as they are received to ensure prompt completion. Any issue unable to be resolved during the topline coordination process will be forwarded to the LeMay Center/CC for resolution for sub-publications. The CSAF will resolve issues related to capstone and keystone publications.

2.6.9. Final Approval. The LeMay Center prepares the final draft version for final approval. The CSAF will approve capstone and keystone AFDDs

2.6.10. Interim Changes. Occasionally, a new term or concept will become an accepted standard that does not warrant an entire revision to an AFDD, but the term or concept is important enough to warrant a change to the AFDD. In this case, the LeMay Center will accomplish an interim change IAW guidance in AFI 33-360, and all MAJCOM and doctrine POCs will be notified. The CSAF is the approval authority for interim changes to capstone and keystone publications.

2.6.11. Publication. This process is managed by the LeMay Center IAW AFI 33-360.

2.7. Joint Doctrine.

2.7.1. LeMay Center Responsibilities.

2.7.1.1. Providing leadership, professional guidance, and direction in US and international forums.

2.7.1.2. Providing SME knowledge of the missions and functions of current and future Air Force, joint, and multi-Service doctrine requirements and objectives.

2.7.1.3. Coordinating major program functions with Service, joint, multinational, and multi-Service organizations at the Service and command levels.

2.7.1.4. Synchronizing the workload and products of several staffs who collaborate and plan joint and multi-Service doctrine development and education MAJCOMs, Air Staff POCs, US Service representatives, and unified command representatives.

2.7.2. CJCS Responsibilities.

2.7.2.1. The CJCS has overall responsibility for developing joint doctrine for the joint employment of the armed forces. The director, JS/J-7, is responsible to the CJCS for

management of the joint doctrine program. The CJCS approves joint doctrine publications.

2.7.3. **Precedence.** If conflicts arise between procedures found in joint publications and those found in other US publications, joint publications will govern the operations of joint US forces.

2.8. Joint Doctrine Planning Conference (JDPC). The JDPC normally meets twice each year to discuss proposals for new doctrine projects and the status of existing joint publications. The LeMay Center represents the Air Force at the JDPC meetings.

2.9. Joint Doctrine Development Process. Joint doctrine projects will be developed using the following process:

2.9.1. **Proposal.** Services, combatant commands, and Joint Chiefs of Staff directorates may propose doctrine projects either by message to the CJCS or by submission to the director, JS/J-7, for JDPC consideration. Air Force organizations will submit joint doctrine proposals to the LeMay Center for staffing and forwarding into the joint development process.

2.9.2. **Validation.** The director, JS/J-7, requests comments from the Services and combatant commands, either by correspondence or during the course of JDPC meetings, and advises the proposing organization of the result. The LeMay Center will assign an AO to be the joint staff's POC. Critical final coordination comments will be reviewed and briefed to the LeMay Center/CC; all comments will then be sent forward as the Air Force coordinated input.

2.9.3. **Approval.** The JDPC recommends actions to be taken on joint doctrine proposals to the director, JS/J-7, in JDPC minutes, and coordinated IAW Chairman Joint Chiefs of Staff Instruction (CJCSI) 5711.01C, *Action Processing*.

2.9.4. **Program Directive (PD).** After a proposal is validated through the JDPC, the director, JS/J-7, and the proposed LA prepare the PD for approval through the CJCSI 5711.01 process. The PD establishes project scope, outline, LA, and timing or priority. After the PD is approved, the LA develops the initial draft joint publication.

2.9.5. **Air Force LA.** Joint doctrine projects for which the Air Force has been assigned as LA will be developed by the following process:

2.9.5.1. **Primary Review Authority.** The PRA is the organization, within the LA's chain of command, that is assigned by the LA to perform the actions and coordination necessary to develop and maintain the assigned joint publication under the cognizance of the LA. When the Air Force is the LA, the LeMay Center/CC may designate the PRA or maintain the PRA function.

2.9.5.2. **Research and Initial Draft.** As the PRA, the LeMay Center conducts preliminary research on the doctrine topic using procedures detailed in CJCSI 5120.02B, *Joint Doctrine Development System*.

2.9.5.3. **Distribution for Comment.** The LeMay Center distributes the initial draft to the joint staff, MAJCOMs, and appropriate Air Staff organizations for comment.

2.9.5.4. **Collation and Revision.** The joint doctrine development community, MAJCOMs, and appropriate HAF organizations reply directly to the LeMay Center. The

LeMay Center collates and revises the joint publication accordingly. The LeMay Center will collate and adjudicate all Air Force comments and prepare the Air Force position

2.9.5.5. Comment Incorporation and Resolution. The joint staff doctrine sponsor (JSDS) prepares the proposed final coordination draft based on the comments it receives, incorporates appropriate comments, attempts to resolve issues by direct coordination with the originator of the comments.

2.9.5.6. Deliver Proposed Publication. The JSDS forwards the proposed final coordination pub to the JS/J-7 for staffing.

2.9.5.7. Air Force Not LA. Joint doctrine projects, for which the Air Force is not designated as the LA, will be developed using the following process:

2.9.5.7.1. Designation of CRA. The CRA is normally the single POC for all joint doctrine matters.

2.9.5.7.2. Distribution for Comments. The LeMay Center will, upon receipt of the draft joint publication, distribute the publication to MAJCOMs and Air Staff organizations for review and comment.

2.9.5.7.3. Consolidation of Comments. The LeMay Center will prepare and incorporate comments received from other Air Force reviewing organizations into a coherent product for both the initial and final drafts. The LeMay Center will provide this consolidated comment package to the LA IAW CJCSI5120.02B. The Air Force position is determined by the Air Force Planner, AF/A5XJ.

2.9.6. Preliminary Coordination. The joint staff will distribute the proposed joint publication for preliminary coordination to the Services and combatant command IAW CJCSI5120.02B. The LeMay Center will perform preliminary coordination IAW this publication. The LeMay Center will distribute the draft to applicable MAJCOMs and Air Staff agencies. The LeMay Center will prepare and consolidate all Air Force comments. All comments will be adjudicated and delivered directly to the LA.

2.9.7. Final Coordination. Upon receipt of the final coordination draft, the LeMay Center distributes the final draft to appropriate Air Force commands. The LeMay Center will prepare and consolidate all Air Force comments, brief the LeMay Center/CC on any non-concurs in the final coordination for determination of the Air Force position, and prepare the final Air Force planners' package IAW HEADQUARTERS OI 33-14, *Secretariat and Air Staff Responsibilities and Procedures on Matters Under Consideration by the Joint Chiefs of Staff* and CJCSI 5711.01, *Policy on Action Processing*.

2.9.8. CJCS Approval. Upon completion of the CJCSI 5120.02B coordination process, JS/J-7 forwards the final document to the Director or CJCS for approval.

2.10. Test Publications. The LeMay Center will be the focal point for informing and monitoring Air Force participation in joint doctrine test publications.

2.11. Comments. The LeMay Center will request selected offices at Air Staff, MAJCOM, and numbered Air Force levels to comment on Air Force and joint doctrine projects. These comments should conform to the following guidance:

2.11.1. **Categories.** Comments should be placed into the categories outlined in CJCSI 5120.02B, paragraph 5.a.(1).(m).4. For comments on allied joint doctrine, use the comment matrix and instructions provided in the joint tasking .

2.11.2. **Specificity.** Comments will include rationale with exact references when possible. When suggesting additional text, that text will be included with the comment matrix as shown in Attachment 4.

2.11.3. **Format.** Comments will be submitted in the standardized comments matrix as shown in Attachment 4.

Figure 2.2. DELETED.

2.12. Multi-Service Doctrine.

2.12.1. Publications involving two or more Services, but not approved by the CJCS, will be referred to as "multi-Service" and must identify the participating Services. The Air Force, through ALSA, publishes these documents as AFTTPs. The LeMay Center conducts the coordination process for ALSA AFTTPS.

2.12.2. The LeMay Center/CC is a member of the JASC, (representing the Air Force) which oversees the ALSA publication development process. The JASC normally meets twice each year to discuss proposals for new doctrine projects and the status of existing publications.

2.13. Multinational Doctrine. The Multinational responsibilities of the LeMay Center include:

2.13.1. Collaborating and planning multinational doctrine development and education with NATO national representatives, NATO command representatives, Air and Space Interoperability Council (ASIC) representatives, US Service representatives, and unified combatant command representatives.

2.13.2. Serving as US principal delegate (Head of Delegation) to the NATO Air Operations Working Group (AOWG).

2.13.3. Providing SME knowledge of the missions and functions of current and future multinational doctrine requirements and objectives.

2.13.4. US Position. Development of multinational doctrine is detailed in CJCSI 2700.01, International Military Agreements for Rationalization, Standardization, and Interoperability Between the United States Its Allies, and Other Friendly Nations. During multinational operations with certain nations, US forces are obligated to use the agreed upon multinational doctrine procedures and publications for which the US has ratified:

2.13.4.1. **North Atlantic Treaty Organization (NATO).** The Air Staff International Standardization Office (HQ AF/A5XX [ISO]) sends out for staffing NATO Standardization Agreements (STANAGs), affecting air forces.

2.13.4.2. **Air Operations Working Group (AOWG).** The LeMay Center doctrine development director and the chief of the joint and multinational doctrine division are the designated representatives and normally serve as US principal delegates to the AOWG.

2.13.4.3. **Air Operations Support Working Group (AOSpWG).** The LeMay Center chief of the joint and multinational doctrine division normally serves as the US principal delegate to the AOSpWG.

2.13.4.4. **Air and Space Interoperability Council (ASIC).** The LeMay Center chief of the joint and multinational doctrine division normally serves as the US principal delegate to the ASIC Force Application Working Group. HQ AF/A5XX (ISO) sends proposed ASIC documents to appropriate Air Force agencies for staffing.

Chapter 3

DOCTRINE EDUCATION AND TRAINING

3.1. Introduction and Overview. AFPD 10-13 states that AU is responsible for doctrine education within the Air Force. AU provides doctrine education to Airmen at all levels of professional development through resident and non-resident PME, PCE, and officer accession programs. Doctrine education is also provided by AU through geographically separated OLS to Army personnel at Ft. Leavenworth, Ft Sill, Ft Rucker, and Ft Benning. All of these efforts contribute to the appreciation and knowledge of Air Force doctrine and its contributions to joint operations. In addition, the LeMay Center provides training on doctrine development. Doctrine-centered, web-based modules and other doctrine outreach products are also provided to support the professional development of Airmen.

3.2. Air Force Doctrine Development Training. (DDT). The Air Force Doctrine Development Course, administered by the LeMay Center, is the mechanism to train individuals in the doctrine development process. This training will train doctrine professionals commensurate with their duties in doctrine development and education.

3.2.1. **Level I.** Level I DDT prepares individuals to participate in the doctrine development and education process. The course covers in detail the doctrine development process and gives a basic understanding of Air Force doctrine so they can make appropriate contributions to the various doctrine documents. The course provides a solid foundation for understanding the technical aspects of doctrine development. The course is primarily for individuals who are LeMay Center doctrine developers, LeMay Center doctrine educators, doctrine proponents in the Air Staff and MAJCOMs, AFDWG members, and LeMay Center doctrine wargamers. All Airmen assigned doctrine development, education, or wargaming responsibilities are encouraged to attend.

3.2.2. DELETED.

3.3. DELETED.

3.4. Doctrine Development Curriculum in Support of Air University Schools. The LeMay Center assists in the development of and support for doctrine-based education in PME, PCE, and accessions programs.

Chapter 4

EXERCISES, EXPERIMENTS, AND WARGAMES

4.1. Introduction. Wargaming is used at AU as a means of applying and reinforcing strategic, operational, and tactical doctrine-based warfighting principles taught in Air Force Reserve Officer Training Corps (AFROTC), Officer Training School (OTS), United States Air Force Academy (USAFA), and officer and enlisted PME programs. Doctrine forms the foundation for the scenarios used in wargames, with a principal focus on ensuring Airmen develop a full appreciation of the contributions and limitations of air, space, and cyberspace power throughout the range of military operations. However, wargaming at AU also supports scenarios with a broader joint focus, as well as supporting several foreign partners with wargames tailored for their particular learning objectives. AU also directly supports a biennial Air Force Title 10 wargame called the Future Capabilities Game, in addition to providing doctrine expertise to Air Force, other Service, and joint exercises throughout the DOD. The wargame and Title 10 exercise programs may also be used to assist in the validation of emerging doctrinal issues. Lessons learned from all wargaming and exercise activity contribute to the joint and Air Force lessons learned programs to help enhance overall warfighting capabilities.

4.2. PME Wargaming. The LeMay Center develops policy and guidance, and conducts programming, planning, support, and assessment of doctrine application, along with the overall AU educational wargaming program. AUI 36-2201, Scheduling and Conducting Wargames, provides more guidance on how wargames are planned and conducted.

4.3. Title 10 Exercises, Experiments, and Wargames (EEW). LeMay Center attendance at Title 10 and other major wargames is primarily to assess application of current doctrine and emerging doctrine. LeMay Center SMEs will make a candid evaluation of air, space, and cyberspace doctrinal application, make inputs to the scenario, and make themselves available to the participants in the wargame (including senior leaders and those controlling the event or otherwise responsible for its outcome).

4.3.1. DELETED.

4.3.2. DELETED.

4.3.3. EEW Differentiation.

4.3.3.1. Title 10 exercises use today's doctrine and capabilities to refine operations plans and capability needs for today's force.

4.3.3.2. Title 10 wargames use expected or possible future capabilities and today's doctrine as a starting point for how to employ them.

4.3.3.3. Title 10 experiments attempt to determine future force capabilities needs and gaps and only use the most enduring doctrine.

4.3.4. LeMay Center's Roles and Responsibilities at EEWs.

4.3.4.1. The LeMay Center reviews objectives and event design, and participate in exercises, experiments, and wargames with doctrinal implications in order to advocate and integrate doctrinally correct Air Force positions during wargame design and execution.

4.3.4.2. The LeMay Center captures reasons for any observed variances from current doctrine.

4.3.4.3. The LeMay Center supports Air Force doctrine development by collecting information on current joint, service, and emerging doctrinal issues; capturing vital concerns in EEW trip reports; and disseminating these trip reports to relevant SMEs.

Chapter 5

GEOGRAPHICALLY SEPARATED UNITS

5.1. Introduction and Overview. The LeMay Center maintains operating locations (OLs) at the USAFWC, selected US Army Training and Doctrine Command (TRADOC) installations, and a Joint and Air Staff Liaison Directorate at the Pentagon. Air Force liaison officers and civilians in these OLs ensure the host Service is continually aware of the latest developments in air, space, and cyberspace operations, concepts, doctrine, procedures, and techniques IAW applicable memoranda of understanding (MOUs) with the host. LeMay Center OLs at Army installations promote Air Force and Army integration by advising the commandant of the school or center on all matters pertaining to the Air Force; reviewing joint, Air Force, and Army draft doctrine publications; presenting instruction on Air Force doctrine; coordinating air support for exercises and demonstrations; and preparing articles on Air Force doctrine for publication in Army and joint journals. Additionally, they participate in Combat Arms Center (CAC)-sponsored Army EEWs.

5.1.1. The LeMay OL at Nellis AFB (OL-N) serves as a doctrine liaison between the LeMay Center and the USAFWC on Air Force doctrine matters and functions IAW the MOU between the LeMay Center and USAFWC commanders.

5.1.2. The LeMay Center Joint Integration Directorate's OLs maintained at TRADOC installations act as the primary liaison for the LeMay Center to the TRADOC Commanders and functions IAW the MOU between the LeMay Center and TRADOC Commanders. The MOU establishes OLs at Forts Leavenworth, Sill, Rucker, and Benning.

5.1.2.1. The director of the Joint Integration Directorate serves concurrently as the director, OL Fort Leavenworth. The Joint Integration Director supervises OLs at Ft Benning, Rucker, and Sill and is the primary Air Force doctrine liaison to the Commanding General, TRADOC, and the Commanding General, Combined Arms Center (CAC CG), at Fort Leavenworth, KS.

5.1.2.2. OL Fort Sill serves as the primary Air Force doctrine liaison to the Commanding General, US Army Fires Center of Excellence (USAFCE CG), Ft Sill, OK.

5.1.2.3. OL Fort Rucker serves as the primary Air Force doctrine liaison to the Commanding General, US Army Aviation Center of Excellence (USAAVE CG), Ft Rucker, AL.

5.1.2.4. **OL Fort Benning** serves as the primary Air Force doctrine liaison to the Commanding General, US Army Maneuver Center of Excellence (USAMCE CG), Ft Benning, GA.

5.1.3. Academic Support of Operating Locations. The Joint Integration Director will ensure all OL members are appropriately trained to teach academics and will approve all Air Force lessons taught at OLs. At a minimum, OL members will attend or show completion of:

5.1.3.1. Joint Firepower Control Course, Nellis AFB, NV.

5.1.3.2. An Air Force MAJCOM-, or sister Service-approved platform instructor course.

5.1.3.3. DELETED.

5.1.4. **EEW Coordination requirements.** Joint Integration Directorate members coordinate with the LeMay Center, ACC/A-3, 505 CCW, USAFWC, and AF/A3O/A5X as required, to ensure the correct Air Force capabilities match the EEW in futures scenarios.

5.1.5. The Joint and Air Staff Liaison Directorate at the Pentagon provides LeMay Center situational awareness of Pentagon issues, a focal point on Air Staff for staffing, communication, and advocating LeMay Center actions and positions within the Pentagon. Additionally, they act as the Air Force Joint-Reader for joint actions and monitor the timely completion of all Air Staff Actions and Joint Staff Actions tasked to the LeMay Center.

Norton A. Schwartz, General, USAF
Chief of Staff

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATI*****References***

AETCI 36-2203, *Technical and Basic Military Training Development*, 12 Aug 09

AFDD 1, *Air Force Basic Doctrine, Organization, and Command*, 17 Nov 03

AFDD 1-1, *Leadership and Force Development*, 18 Feb 06

AFI 33-360, *Publications and Forms Management*, 18 May 06 (change 3, 11 Jun 09)

AFI 36-2201v1, *Training Development, Delivery, and Evaluation*, 1 Oct 02

AFI 90-1601, *Air Force Lessons Learned Program*, 26 Jun 09

AFPD 10-13, *Air Force Doctrine*, 25 Aug 08

AFPD 90-16, *Air Force Studies, Analyses, Assessments, and Lessons Learned*, 4 Jun 08

AUI 36-2201, *Scheduling and Conducting Wargames*, 20 Sep 05

CJCSI 2700.01, *International Military Agreements for Rationalization, Standardization, and Interoperability Between the United States Its Allies, and Other Friendly Nations*, 8 Feb 08

CJCSI 5120.02B, *Joint Doctrine Development System*, 4 Dec 09

CJCSI 5711.01, *Policy on Action Processing*, 1 Mar 99

Headquarters OI 33-14, *Secretariat and Air Staff Procedures on Matters Pertaining to Joint Matters*, 23 Oct 08

JP 1-02, *DOD Dictionary of Military and Associated Terms*, 12 Apr 01 (as amended through Apr 10)

Abbreviations and Acronyms

ACC— Air Combat Command

AETC— Air Education and Training Command

AETF— Air and space expeditionary task force

AFDD— Air Force doctrine document

AFDWC— Air Force doctrine writing committee

AFDWG— Air Force doctrine working group

AFGSC— Air Force Global Strike Command

AFI— Air Force instruction

AFLC— Air Force Learning Committee

AFMC— Air Force Materiel Command

AFROTC— Air Force Reserve Officer Training Corps

AFPD— Air Force policy directive

AFRC— Air Force Reserve Command
AFSOC— Air Force Special Operations Command
AFSPC— Air Force Space Command
AFTTP— Air Force tactics, techniques, and procedures
ALSA— Air/Land/Sea Applications Center
AMC— Air Mobility Command
AOSpWG— NATO Air Operations Support Working Group
AOWG— NATO Air Operations Working Group
ASIC— Air and Space Interoperability Council
AU— Air University
AU/CC— Commander, Air University
CAC— Combat Arms Center
CACCG— Commanding general, Combined Arms Center
CESG— Air University continuum of education strategic guidance
CJCS— Chairman of the Joint Chiefs of Staff
CJCSI— Chairman Joint Chiefs of Staff instruction
COMAFFOR— commander of Air Force forces
CoP— Community of practice
CRA— Coordinating review authority
CSAF— Chief of Staff, United States Air Force
CV— Vice commander
CWPC— Contingency wartime planning course
DDT— Doctrine development training
DL— Distance learning
DOD— Department of Defense
DRU— Direct reporting unit
EEW— Exercises, experiments, and wargames
FEA— Front-end analysis
FOA— Field operating agency
IOFAC— Information operations fundamentals application course
ISR— Intelligence, surveillance, and reconnaissance
JAOP— Joint air operations planning

JASC— Joint action steering committee
JDPC— Joint doctrine planning conference
JFACC— Joint force air component commander
JP— Joint publication
JPME— Joint professional military education
JSDS— Joint staff doctrine sponsor
LA— Lead agent
MAJCOMs— Air Force major commands
MOU— Memorandum of understanding
NAF— Numbered Air Force
NATO— North Atlantic Treaty Organization
NGB/CF— Director, Air National Guard
OCR— Office of coordinating responsibility
OI— Operating instruction
OL— Operating location
OL—N - LeMay Center operating location at Nellis AFB NV
OL—T - LeMay Center operating location Ft Leavenworth KS
OPR— Office of primary responsibility
OTS— Officer Training School
PACAF— Pacific Air Forces
PCE— Professional continuing education
PD— Project directive (AF) or program directive (joint)
PME— Professional military education
PRA— Primary review authority
SME— Subject matter expert
STANAG— NATO standardization agreements
TDY— Temporary duty
TRADOC— US Army Training and Doctrine Command
USAACOE CG— Commanding general, US Army Aviation Center of Excellence
USAFA— United States Air Force Academy
USAFCOE CG— Commanding general, US Army Fires Center of Excellence
USAFE— United States Air Forces Europe

USAFWC— United States Air Force Warfare Center

USAMCOE CG— Commanding general, US Army Maneuver Center of Excellence

Terms

Air Force Doctrine Working Group (AFDWG)—Air Force doctrinal corporate body that validates proposals for development of Air Force doctrine documents and consolidates Air Force positions on proposals and issues to be presented at the subsequent JDPC. (AFI 10-1301)

capstone publication—The top tier of doctrine publications in the hierarchy of Air Force doctrine. The capstone publications link Air Force doctrine to national strategy and the contributions of other government agencies. They state the most fundamental and enduring beliefs that describe and guide the proper use, presentation, and organization of air, space, and cyberspace forces in military action. They describe the “elemental properties” of air, space, and cyberspace power and provides the Airman’s perspective. Because of their fundamental and enduring character, capstone doctrine provides broad and continuing guidance on how Air Force forces are organized, employed, equipped, and sustained. As the foundation of all air, space, and cyberspace doctrine, basic doctrine also sets the tone and vision for doctrine development for the future. The Air Force has two capstone publications: AFDD 1, *Air Force Basic Doctrine, Organization, and Command*; and AFDD 1-1, *Leadership and Force Development*. The CSAF approves these publications. (AFI 10-1301)

coordinating review authority (CRA)—An agency appointed by a Service or combatant command to coordinate with and assist the primary review authority in joint doctrine development and maintenance. Each Service or combatant command must assign a coordinating review authority. When authorized by the appointing Service or combatant command, coordinating review authority comments provided to designated primary review authorities will represent the position of the appointing Service or combatant command with regard to the publication under development. (JP 1-02)

CSAF executive agent—Air Force single point of contact for the development, dissemination, and advocacy of all Air Force, joint, and multinational doctrine. The Commander, LeMay Center, is the Air Force executive agent for doctrine and in this capacity reports directly to the Chief of Staff of the Air Force for all doctrinal matters. (AFPD 10-13)

doctrine— The fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative not directive and therefore requires judgment in its application. (JP 1-02)

Doctrine Summit—Forum held annually chaired by the CSAF to review the status of Air Force doctrine and to review and provide guidance on the prioritization and validation of the most important emerging doctrinal concepts. (AFI 10-1301)

joint doctrine—Fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Joint doctrine contained in joint publications also includes terms, tactics, techniques, and procedures. It is authoritative not directive and therefore requires judgment in its application. (JP 1-02)

joint publication (JP)—A publication containing joint doctrine that is prepared under the direction and authority of the Chairman of the Joint Chiefs of Staff and applies to all Armed Forces of the United States. (JP 1-02)

keystone publications—Doctrine publications that establish the doctrinal foundation for a series of Air Force publications in the hierarchy of publications. These Air Force publications are approved by the CSAF. (AFI 10-1301)

multinational doctrine—Fundamental principles that guide the employment of forces of two or more nations in coordinated action toward a common objective. They are ratified by participating nations. (JP 1-02)

multi—Service doctrine—Principles that guide the employment of forces of two or more Services in coordinated action toward a common objective and not written in the joint construct. They are ratified by two or more Services, and are promulgated in multi-Service publications that identify the participating Services, e.g., Army-Navy doctrine. (AFI 10-1301)

NATO Air Operations Working Group (AOWG)—NATO working group that meets annually to discuss, coordinate, and agree upon proposals for new allied joint doctrine projects and review the status of existing doctrine agreements within NATO. (AFI 10-1301)

primary review authority (PRA)—The organization, within the lead agent's chain of command, that is assigned by the lead agent to perform the actions and coordination necessary to develop and maintain the assigned joint publication under the cognizance of the lead agent. (JP 1-02)

subordinate Air Force doctrine documents (Sub—Publications)—Doctrine publications that establish the bulk of Air Force in the hierarchy of publications. These Air Force publications reside below capstone and keystone publications in the hierarchy. (AFI10-1301)

Attachment 2

AIR FORCE DOCTRINE WORKING GROUP (AFDWG) PROCEDURES

A2.1. Purpose. Provide policy and guidance for the formation and operation of the AFDWG.

A2.2. AFDWG Procedures.

A2.2.1. Proposals. Proposals to create, revise, or rescind Air Force doctrine may come from the LeMay Center or any MAJCOM (or their designated representatives), FOA, DRU, HQ Air Force, or an Air Force senior leadership board/group. Organizations subordinate to the above may submit proposals through their respective chains of command. Proposals will be transmitted to the LeMay Center director of doctrine development (LeMay Center/DD) for inclusion in the upcoming AFDWG agenda. Proposals must be received NLT 45 days prior to the AFDWG to permit a comprehensive front-end analysis (FEA) by LeMay Center personnel. All proposals submitted to the LeMay Center must be accompanied by a briefing for presentation at the AFDWG, and should consider the front-end analysis criteria outlined in paragraph A1.2.3.2.1. below. Each proposal submission should contain the following:

A2.2.1.1. Project proposal with purpose, background, and focused scope.

A2.2.1.2. Draft project outline.

A2.2.1.3. A detailed concept paper.

A2.2.1.4. An endorsement from the first flag officer in the chain of command forwarding the proposal.

A2.2.2. Proposal Briefings. The LeMay Center/DD will normally provide proposal briefings through the LeMay Center Community of Practice NLT 21 days prior to the AFDWG. Read-ahead materials will include descriptions of Air Force doctrine proposals accompanied by the LeMay Center front-end analysis of proposals and joint doctrine proposals scheduled for discussion at the subsequent JDPC. (Also see "Front-End Analysis," paragraph A1.2.3.2, below)

A2.2.3. Validation. The AFDWG validates and makes recommendations on proposals for new Air Force doctrine projects to the LeMay Center/CC and reviews proposals to revise existing doctrine documents.

A2.2.3.1. Presentation. The proposing organization or its designate will make a presentation in support of the proposed issue.

A2.2.3.2. FEA. The LeMay Center will accomplish a FEA of doctrine proposals and provide a recommendation to AFDWG members. The FEA will be presented at the AFDWG and will include an assessment as to relevance, appropriateness (doctrinal level), distinctiveness (not duplicative), and sufficiency (amount of material).

A2.2.3.2.1. The FEA will provide an assessment as to whether the proposal meets the following criteria as outlined below:

A2.2.3.2.1.1. Describes specific Air Force operations and provides specific operational or strategic-level effects in support of a specific objective (relevance).

A2.2.3.2.1.2. Describes operational level doctrine as opposed to tactical doctrine

(appropriateness).

A2.2.3.2.1.3. Describes a set of operations and command authorities distinct from those that currently exist for another similar function, mission, or task, or that fit completely under the umbrella of higher-level doctrine (distinctiveness).

A2.2.3.2.1.4. Sufficient operational material exists that it cannot be adequately described within the context of another publication, thus warranting a stand-alone AFDD (sufficiency).

A2.2.3.2.1.5. The LeMay Center will explore relevant sources including lessons learned files from past or ongoing operations; extant and emerging joint, multinational, and Air Force doctrine; and other sources, as appropriate. The FEA should normally be posted to the LeMay Center CoP NLT 16 days prior to the AFDWG meeting.

A2.3. JDPC Presentation. The LeMay Center represents the Air Force at JDPC meetings. The LeMay Center will provide a joint doctrine status and update briefing at each AFDWG including joint doctrine issues and proposals upcoming at the next JDPC. The purpose of the briefing is to present, discuss, and consolidate Air Force positions.

A2.4. Out-of-cycle AFDWG Voting. Doctrine issues that require resolution prior to semi-annual meetings may be coordinated with the AFDWG voting community at the discretion of the LeMay Center/CC. The LeMay Center will prepare the assessment and a vote will be conducted via VTC. Normal voting procedures apply.

A2.5. Amendments to the AFDWG procedures. Proposed amendments to the AFDWG procedures may be submitted by any AFDWG member or the LeMay Center. Proposed amendments will be the first order of business at each AFDWG. Amendments must be consistent with the requirements for proposals per paragraph A.2.2.1.. A majority vote of full voting members and those who have requested and been granted equity voting privileges is required to approve a revision to this instruction. The LeMay Center/CC is the final approval authority for changes to AFDWG procedures.

Attachment 3**STANDARDIZED COMMENTS MATRIX FOR SERVICE AND JOINT DOCTRINE
(EXAMPLE)**

(MAJCOM or Air Staff symbol here) comments on

AFDD 2-X, <TITLE HERE>

This comment matrix is the template for submitting comments on draft publications. Comments must include specific and to-the-point recommended deletion/replacement, insertion, and additional or new material. Coupled with the rationale, the recommended changes become the basis upon which adjudication of comments will be made. Please ensure that a single consolidated comment matrix is returned to the LeMay Center from your organization.

Comment matrix description:

ORG: Your office symbol, followed by a sequential number.

Page #: Page numbers are expressed using the following convention to enable proper sorting:

0 – General Comments

0.xx - Preface, TOC, Executive Summary (Page i = 0.01, Page XI = 0.11)

1.xx – Chapter 1

2.xx – Chapter 2

3.xx – Chapter 3

x.xx – Chapter x, etc.

51.xx – Appendix A

52.xx – Appendix B

52.01.xx - Annex A to Appendix B

53.xx – Appendix C, etc.

99.xx – Glossary

Line #: If the comment covers more than one line in the document, please include all of the affected lines; i.e., 1-3.

The review comments will be arranged in four distinct categories:

a. Critical Review Comments. Critical review comments express the reviewer's intent to non-concur with the draft if the concern is not satisfactorily resolved. Some considerations for categorizing critical comments include:

(1) Draft doctrine is inconsistent with approved Service or joint doctrine. The draft joint doctrine contains inconsistencies or omissions when compared to policy or approved joint doctrine to the extent that a comment is warranted for clarification or accuracy.

(2) US law and/or international law, including the law of armed conflict, is potentially violated by implementation of all or part of the draft joint doctrine.

(3) The draft doctrine contains flaws that might contribute to confusion, potential fratricide, and/or unacceptable employment of military forces.

(4) The draft doctrine contains (an) operationally significant void(s) that must be addressed.

b. Major Review Comments. Major review comments highlight important issues that must be addressed directly with the LA. This dialogue should begin while the LA adjudicates. The provider must have the opportunity to review the LA rationale for rejecting the comment and upgrade the comment to critical if warranted. Some considerations for categorizing major comments include:

(1) The “thrust” of the document is of concern.

(2) The doctrine contains a general area or areas of concern.

(3) The draft doctrine contains specific entries on a subject area or areas that, taken together, constitute a concern.

c. Substantive Review Comments. Substantive review comments are provided because sections in the document appear to be or are incorrect, incomplete, misleading, or confusing. Some considerations for categorizing substantive comments include:

(1) The draft doctrine contains factual inaccuracies; voids; or inconsistencies with, or needless duplication of, existing, approved Service or joint doctrine that should be addressed for clarity and/or accuracy.

(2) Approved Service or joint doctrine contains a “better solution” that should be offered as a model for the draft AFDD.

(3) The draft publication contains flaws in approach, organization, or philosophy that, if modified, would significantly improve the utility and/or accuracy of the doctrine.

d. Administrative Review Comments. Administrative review comments correct inconsistencies between different sections, typographical errors, or grammatical and editorial errors.

Comment. Explain the proposed change. Please be specific about the changes you want made.

Rationale. The rationale for critical, major, and substantive comments should include objective evidence, historical precedent, conflicts with existing joint doctrine, lessons learned, or validated concepts. Comments without rationale or substantiation may be rejected without comments.

A/R/M. This column is used to document the adjudication action taken on each comment. A = Accepted. R = Rejected. M = Accepted with modification. Once all comments have been adjudicated, a consolidated listing will be provided to all offices to ensure you know how your comments were processed. Comments that are rejected or modified require justification by the LeMay Center as to why they were rejected or how they were modified.

NOTE: Generalized comments (for example, "This section should be rewritten") that do not also provide recommended alternative language will most likely be rejected. You should recommend alternative wording.

ORG	Page #	Line #	<u>Category</u>	<u>Comment</u>	<u>Rationale</u>	<u>Decision (A/R/M)</u>

Attachment 4

AFDD PROPONENT MATRIX

Table A4.1. AFDD Proponent Matrix

AFDD	Proponent	AFDD	Proponent
AFDD 1, Basic Doctrine, Organization, and Command	CSAF	AFDD 3-17, Air Mobility Operations	AMC
AFDD 1-1, Leadership and Force Development	AF A1	AFDD 3-22, Foreign Internal Defense	AFSOC
AFDD 1-0.4, Legal Support	AF JA	AFDD 3-24, Irregular Warfare	AF A3/5
AFDD 2-0, Global Integrated Intelligence, Surveillance, and Reconnaissance Operations	AF A2	AFDD 3-27, Homeland Operations	ACC
AFDD 3-0, Operations and Planning	AF A3/5	AFDD 3-40, Counter-CBRN Operations	AF/SG
AFDD 3-1, Air Warfare	ACC	AFDD 3-50, Personnel Recovery Operations	ACC
AFDD 3-01, Counterair Operations	ACC	AFDD 3-52, Airspace Control	ACC
AFDD 3-03, Counterland Operations	ACC	AFDD 3-59, Weather Operations	AF A3/5 (w/ delegation to A3O-W)
AFDD 3-04, Countersea Operations	PACAF	AFDD 3-60, Targeting	ACC
AFDD 3-05, Special Operations	AFSOC	AFDD 3-61, Public Affairs Operations	SAF/PA
AFDD 3-10, Force Protection	AF A4/7	AFDD 3-70, Strategic Attack	ACC
AFDD 3-12, Cyberspace Operations	AFSPC	AFDD 3-72, Nuclear Operations	AFGSC
AFDD 3-13, Information Operations	ACC	AFDD 4-0, Combat Support	AF A4/7
AFDD 3-13.1, Electronic Warfare	ACC	AFDD 4-02, Health Services	AF/SG
AFDD 3-14, Space Operations	AFSPC	AFDD 6-0, Command and Control	ACC
AFDD 3-14.1, Counterspace Operations	AFSPC		

*Note: The AFDWG may recommend, and the LeMay Center may adjust proponentcy and AFDD numbering and titles as required, in coordination with the relevant agencies. Proponent matrix is current as of publication date of this AFI; contact the LeMay Center for the most current matrix.

Attachment 5

SAMPLE PROJECT DIRECTIVE

MEMORANDUM FOR SEE DISTRIBUTION

Subject

1. Purpose.
2. Background.
3. Scope.
4. Vision.
5. Chapter Outline.
6. Recommended Target Audience
7. References.
8. Other Sources of Information to be Considered.
9. Project Development Milestones.
10. Direct liaison by the LA is authorized with all doctrine points of contact in accordance with AFI 10-1301, *Air Force Doctrine*.
11. Joint Publication (JP) 1-02 terminology will be used to the greatest extent possible during the development of this project. New or modified JP 1-02 terms only should be used when such terms are essential to the development and understanding of the proposed doctrine. Such terms will be coordinated with the Air Force Terminologist, LeMay Center/DDJ, before first draft coordination and at any time new or modified terms arise during the development process.
12. Other relevant information.
13. Administration.
14. Points of Contact.
 - a. LA POC:
 - b. Proponent POC:
 - c. Doctrine Team members:

MAURICE H. FORSYTH
Major General, USAF
Commander, LeMay Center for
Doctrine Development and Education